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ABSTRACT

The Human Environment Center held a national conference on Youth Conservation Jobs and Service in May, 1981, in Washington, D.C., attended by approximately 100 representatives of minority, employment, youth, environmental, and national service interests. The conferees concurred that the Young Adult Conservation Corps (YACC) and the Youth Conservation Corps (YCC) have been notably cost-effective programs, producing benefits in urban and rural conservation and gains for youth that remain under-recognized in official circles and among the public. There was unanimous agreement that these programs should be continued, with certain improvements. The bulk of discussion concerned adjustments that would make youth conservation jobs and service increasingly beneficial to natural resources, communities, and youth, through efficiencies befitting aims of the present Administration. Participants achieved consensus on the following points: (1) youth conservation work and service programs are needed, both to stem backlogs of work that has been neglected and to give productive employment to otherwise idle youth; (2) a new national conservation corps should be formed from the present YACC and YCC programs; (3) the corps should have a primary mission or productive conservation, with youth employment and service as a close secondary mission; (4) traditional conservation work should be performed in both urban and rural areas; (5) funding should be increased for the states' administration of the youth corps projects; (6) all youths should be eligible, but recruiting youths from poverty-level families should be emphasized; and (7) skills training should be provided for corps members. Summaries of conference speeches, the conference program, and a list of participants are included in the report. (KC)

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Youth Conservation Jobs and Service - A New National Corps?

Report of a Conference at the
Howard Inn, Washington, D.C.
May 4-5, 1981

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CURRENT CONSERVATION CORPS PROGRAMS*

The Young Adult Conservation Corps. YACC was established in 1977 by Public Law 95-93 and now operates under Title VIII of CETA (Public Law 95-542). The YACC legislation's basic purposes: "to improve employment and other benefits to youth, ages 16 through 23, who would not otherwise be currently productively employed through a period of service up to 12 months during which they engage in useful conservation work and assist in completing other projects of a public nature on Federal and non-Federal public lands and waters."

The Department of Labor receives an annual YACC appropriation, about \$220 million until this year, and transfers the funds to the Interior and Agriculture Departments (35% each), and the states (30%). Each state receives money based on its youth population, and no matching is required. In the Agriculture Department, the primary YACC operating agency is the Forest Service. Interior Department YACC programs are mounted by the National Park Service, the Fish and Wildlife Service, the Bureau of Land Management, the Bureau of Indian Affairs, the Water and Power Resources Service, and the Office of Territorial Affairs.

Corpsmembers are paid minimum wages. Enrollment has averaged about 20,000, some 38 percent being from families in poverty and 26 percent from minority groups. Although "camps" are typically in rural areas, non-residential ones accessible to unemployed urban youth have been established in Washington, D.C., New York City, St. Louis, San Francisco, and other cities. Corps crews perform diverse, labor-intensive conservation projects, including reforestation, stream-clearance, park and recreation maintenance, restoration of community facilities, and energy conservation, for Federal, state and local agencies.

Youth Conservation Corps. YCC was created by Public Law 93-408 in 1970. It is a \$60 million per year summer program administered by the Departments of Interior and Agriculture for young people aged 15 to 18. States receive 30 percent of the Federal YCC appropriation and must meet 20 percent of their program costs. Broadly targeted, YCC enlists youth from each state in proportion to population. Environmental conservation projects are performed by YCC crews in all the states. Crew members may reside in camps or commute; they receive minimum wages.

Economic evaluations of YACC and YCC indicate that they typically perform needed conservation work and are the lowest-cost means of accomplishing it.

Status of YACC and YCC. The Administration has recommended major cuts in these programs for 1981 and termination of both in FY 1982.

*"Youth-conservation Employment," Human Environment Center, November 1980, elaborates on these programs. Single reprints free.

YOUTH CONSERVATION JOBS & SERVICE

A New National Corps?

Report of a Conference on May 4 & 5, 1981
at the Howard Inn, Washington, D.C.

Sponsored by the
Human Environment Center
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Washington, D.C. 20036
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The Human Environment Center's Youth-conservation Jobs Project and
this report are supported by a grant from the George Gund Foundation.

I CONFERENCE SUMMARY & PRINCIPAL RECOMMENDATIONS

The Human Environment Center held a national conference on Youth Conservation Jobs and Service on May 4 and 5, at the Howard Inn in Washington, D.C. Some 100 representatives of minority, employment, youth, environmental and national service interests heard presentations by leaders in their fields, learned of one another's differing and complementary interests in youth conservation work, and achieved considerable concurrence in policy concerning present and potential youth corps programs.

Main Points of Consensus:

The conferees concurred that the Young Adult Conservation Corps (YACC) and the Youth Conservation Corps (YCC) have been notably cost-effective programs, producing benefits in urban and rural conservation and gains for youth that remain unrecognized in official circles and among the public at large. There was unanimous agreement that these programs should be continued, with certain improvements. The bulk of discussion concerned adjustments that would make youth conservation jobs and service increasingly beneficial to natural resources, communities and youth, through efficiencies befitting aims of the present Administration. Participants (excepting government officials who served only as resource persons explaining program facts and experience) achieved consensus on the following points, with qualifications and options as noted.

Rationale for Youth Conservation Work. Youth conservation work and service programs are needed to stem growing backlogs of neglect that reduce the productivity and quality of American natural and community resources. Youth crews are the lowest-cost means of meeting many such needs; they give productive employment and new confidence and direction to otherwise idle young men and women, many of whom are thus removed from welfare rolls.

A New Corps. A national conservation corps should be formed from the present YACC and YCC programs. The corps should be based in the Department of the Interior (predominant view), Department of Agriculture or Department of Defense, or it might have independent status and report to the President. In any event, corps units should serve Interior and Agriculture bureaus, the states, and communities, as do present programs, and possibly the private sector.

Corps Mission. The corps should have a primary mission of productive conservation accomplishment, with youth employment and service as a close secondary mission. This mission orientation should be reflected in Congressional committee or joint-committee jurisdiction.

Conservation Work. Traditional land, water, forest, park, wildlife and emergency conservation work should be performed by corps crews, in urban and rural areas for Federal, state, local and non-profit agencies. New emphasis should be given to energy conservation and pollution control work, to urban neighborhood, waterfront and community facilities rehabilitation, and to energy production through biomass conversion. Landowner-payment for youth work on private and corporate lands, for timber stand improvement, erosion control, water management and other purposes under contractual arrangements, might substantially reduce government costs. Such cost-sharing would be especially valid when public and private benefits are combined.

Administration & Funding. The corps should conduct year-round (ages 16 to 24) and summer-only (ages 15-18) programs, but with different policies and procedures for each group. States should receive some increase from their present 30% of Federal YACC funds, perhaps up to 50%, for state and local youth crews. Consideration should be given to an earmarked funding source, as from natural resource revenues, and a 20% state match of Federal funds might be required. Minimum-wage payment for work performed should be sustained, perhaps with modest increments for those becoming enrollee leaders or serving continuously beyond a minimum term. Cost per enrollee year will be on the order of \$10,000. (Conferees agreed that the year-round corps should enroll many more than YACC's 20,000, but said setting an enlistment goal would be conjectural.) State-level advisory or planning commissions should be considered, to help plan work programs and to coordinate conservation, employment, youth, business and service interests.

Eligibility & Recruitment. All youth should be eligible, but special efforts are needed to increase the percentage of corps enrollees from families in poverty, now 38% in YACC. These could include: 1) placing more work units and sites in and near high-poverty areas; 2) recruitment through community-based and human resources organizations, juvenile institutions and schools, in addition to present state and federal employment service recruitment; and 3) special incentive funds for high poverty-youth enrollments, which would help meet increased remedial training costs.

Training, Counselling & Placement. Skills training, educational opportunities, and counselling services, which are not funded under YACC, should be offered to corps enrollees. These could be enhanced by national and local-unit linkages to business and labor skills development and placement programs, vocational and other educational ties to community colleges and other institutions, certification of skills attained, and perhaps GI-bill-type benefits, educational vouchers and/or apprenticeship arrangements.

II INTRODUCTION

Pursuing its mission to combine environmental and social equity aims, the Human Environment Center published a report on "Youth-conservation Employment" in November 1980. The report explained the little-known success of the Young Adult Conservation Corps in conserving natural and community resources while providing uplifting jobs for young men and women, with great cost-efficiency.

There was considerable response to that report, and the Center held a series of inter-group discussions to identify the needs of conservation, employment, minority, youth and other interests that are served or, with changes, could be met by youth work in urban and rural conservation. Those exchanges made it clear that here was a promising mutual-interest opportunity which, if appreciated broadly, refined and expanded, could help the Nation from distress as the CCC did in the 1930's.

The limited public awareness of YACC and the summer-only Youth Conservation Corps made them easy targets of Federal budget-cutting proposals in the winter of 1981, and the rationales given made it clear that the intrinsic worth of these programs' remained largely unseen. Their potential bipartisan appeal and their nice fit into "Reaganomics" and even "workfare" values seemed ignored in the budget overhaul.

In the belief that, whether these programs survive immediate cuts or not, youth-conservation employment in cities and countryside holds promise for the land and for youth, the Center called the national conference reported here. Participants learned how much they have in common, and how much more they have to learn and do together.

This first convening of diverse interest in the environment, jobs and service created new associations that the Center intends to nourish as its resources allow. Interest, inquiries and support for this cause are earnestly invited.

- Sydney Howe, Executive Director, Human Environment Center

III OPENING REMARKS

William Haskins, Director of the Social Services and Human Resources Department of the National Urban League, and Chair of the Board of the Human Environment Center, welcomed the conferees. He spoke of his own development as an environmentalist and the recent growth of the League's Energy and Environment Department. He said that environmentalists face an upward struggle in a new political milieu and that funding for youth employment and other social equity programs is unstable and discouraging. Pointing to the dedication to jobs, youth, minorities, urban and rural conservation, and national service aims which had brought the conferees together, Mr. Haskins stated that the Federal Government remains the major vehicle for social change.

Sydney Howe, Executive Director of the Human Environment Center, who introduced the subsequent speakers and discussion, stressed the importance of diverse interests working together to sustain and improve youth conservation employment and service programs. He said that the Center, with support principally from the George Gund Foundation, had organized the conference to convene for the first time the wide array of specialists and interests in this field, and that the turnout was most auspicious.

IV KEYNOTE SPEECHES (summarized)

Honorable James Joseph, former Under Secretary of the Interior;
Special Assistant to the President, Cummins Engine Company:

Natural resources should be managed to benefit all Americans. Past natural resource policy has tended toward either a "protectionist" or a "development" orientation, and the central issue of the 1980s will be the distribution of

resources. I foresee a coming together of entrepreneurial, ecological and protectionist interests, and of those concerned with social justice, around the protection, use and distribution of land, water, and energy. These issues will influence the nation's destiny.

Youth conservation employment enhances the distribution of natural resources by applying them to the well-being of human resources. The Young Adult Conservation Corps is a marriage of convenience and necessity, created in good part to meet needs of land agencies that had identified a 460,000 man-year backlog of labor-intensive projects. Contrary to current criticisms, YACC has performed needed work with cost-efficient results. YACC tasks are easy to learn, require no complex training, and youth can be mobilized for them quickly at low cost. The program takes potential delinquents, idle youth, and others off welfare roles and provides tax-saving services. Without YACC and the Youth Conservation Corps, many agencies will find that the quality and public accessibility of their lands will deteriorate.

Equally important are efforts of YACC and YCC to accommodate urban youth in the South Bronx, San Francisco, Denver, Washington, D.C. and other cities, as are such cooperative ventures in work and education as the YACC camp at Grambling College in Louisiana. The work of the YACC and YCC is not unlike that of completing the American Revolution. There are many opportunities for young people "to provide for the common defense" and well-being of the nation. There is also a question of justice here. Justice is a precondition for order. If young people have a just stake in society, they will work for order.

Finally, we should have no illusions that the private sector can take over the costs of the public sector. Even if private corporations doubled their \$2.5 billion annual giving, they could not begin to replace proposed cuts of \$127 billion from programs promoting the general welfare.

Dr. Robert Taggart, Director of Youth Knowledge Development Projects, National Council on Employment Policy; former Administrator of the Office of Youth Programs, U.S. Department of Labor:

The decade of the 1980s will be one of a scarcity of qualified human resources. In spite of a declining youth population, opportunities for untrained and inexperienced

youth will be few and highly competitive. Economically disadvantaged youth will fare poorly, because private employers will have at their disposal a cheap pool of better prepared youth. Employers will hire the youth they feel are easy to train, mobile, service-oriented, and associated with high productivity in the workplace.

Job and training programs which enroll the most needy youth usually attract the least prepared applicants. High supervisor-trainee ratios, discipline problems, and remedial needs often reduce the productivity of these programs. Poor post-placement rates weigh heavily against the worth of "created jobs," which have acquired a make-work label.

Attempts to join the two major youth movement philosophies, the subsidized-jobs politics of poverty and the work-ethic politics of the majority, under the synergistic ideology of mixing income and racial groupings, have failed. Research shows that disadvantaged youth fare better when working with other disadvantaged youth. In spite of concerted efforts to establish mixes, racial groups tend to pull apart.

Enrollment for the YACC and YCC is done best where jobs are located. These programs have increased their urban camps and seek to enroll more disadvantaged and minority youth, but the majority of camps are not near needy youth. Disadvantaged young people typically are willing to work at almost any minimum-wage job and they seek experience and training. However, they tend not to be mobile or likely to choose work in a national park. They are seldom oriented toward self-fulfillment or service, and are apt to believe that the nation owes them a job.

But these are not reasons to disband conservation and service programs. While I believe YACC should be continued, political support for mixed-income programs is reduced by limited resources. Low political and fiscal support places the two philosophical camps even more at odds. Rather than resort to turf wars, it is essential to face the real problems of all programs. There must be more training and remedial preparation for those in need. Each youth training and work program should retain its own identity, but we can work together to make the task easier for all through the following three System, which I recommend:

1. A National Training System: tax private employers who do not invest in youth training, and extend government support to those who do.

2. A National Registration System: give each youth a "career passport," on which training and work experience entries would allow evaluation by professional, neighborhood-based counselors, as well as career services through a national job-brokering system.

3. A National Entitlement System: entitle all youth to a second chance if they fail in school, and assure a first job experience to all.

Donald J. Eberly, Executive Director, National Service Secretariat:

A strong connection between the ideas of a National Service and of youth conservation employment goes back 50 years to President Franklin Roosevelt and the Civilian Conservation Corps. Just before the U.S. entered World War II, Roosevelt and Representative Lyndon Johnson proposed to merge the CCC with the National Youth Administration and create a Civilian Youth Administration that would have established a permanent youth program, quite like a National Youth Service. The war ended these efforts, and similar proposals failed during the Vietnam War [with the interesting exception of then Governor Ronald Reagan's formation of the California Ecology Corps - Ed.].

Today, work, community service and conservation programs are needed to balance the experiential and passive modes of learning, and to let young people serve the nation. A service program could help build trust between young people and the government, and some authorities believe it would lead to greater military enrollment. I agree with Dr. Taggart's proposal for universal registration and entitlement programs, but I believe youth do feel a sense of responsibility to their heritage and humanity. Young people from diverse socio-economic backgrounds demonstrated this service ethic and a desire to work in a National Service Demonstration Project in 1973-74 in Seattle.

A National Service, including a GI-type education and training component, is estimated to cost approximately \$10,000 per youth-year. There are two major national service proposals before the Congress. Representative Paul McCloskey of California proposes a National Youth Service Act under which an 18-year old could either: serve two years in the military and receive four years of college benefits; serve six months active duty, with

fewer educational benefits, and remain combat-ready as a reservist for five and one-half years; serve one year in civilian service (conservation work for example) receiving no educational benefits; or, if one did not volunteer for any of those, be subject to the draft between the 18th and 24th birthday. Non-volunteers would be drafted only if volunteers did not meet military needs. All youth would receive counselling at age 18. Senator Paul Tsongas of Massachusetts and Representative Leon Panetta of California propose a Presidential commission to study National Service for a year and a half and make recommendations to the President.

One way to help minimize both Mid-east military threats and the probability of a draft would be to engage a large number of youth in developing alternative sources of energy and making buildings and homes energy-efficient. Alleviating the nation's need for external sources of oil is but one promising potential of youth service for conservation and for other national and community needs.

V SPECIAL PERSPECTIVES (summarized)

The Honorable Alex Mercure, former Under Secretary of Agriculture for Rural Development; Vice President for Technical Assistance and Constituency Support, National Council of La Raza:

My reactions to remarks about the decade of the '80s is that this decade is now, and we face emergencies concerning natural resources and human resources. We have brutalized both without adequately reinvesting in either. These cannot be seen as separate problems. With reinvestment, the land and our young people can survive, but not without our active insistence on alleviating real problems.

Some 87% of U.S. Hispanics are urban people distant from National Parks and public lands. Conservation programs are basically rural. We must consider the quality of life for those restricted to the cities. Instead of eliminating youth conservation programs, we should design them to enroll more minority youth. There are no excuses for not doing so. For example, community-based organizations have not been drawn upon to encourage participation of these youth or to inform them of contributions they could make to the nation.

If we transmit to poor youth the attitude that they have limited choices, their self-respect and confidence will hardly be enhanced. We should be taking action, not apologizing for failing to act.

There are jobs in retrofitting dams built at public expense which don't generate any energy at the present time. There are "trash forests" that don't produce timber, but the rot could be converted to alcohol and fuel. There are many more conservation needs. The National Council of La Raza pledges its help to improve these programs, and specifically to provide research assistance for such pursuits. More efforts can and must be made to be more equitable in giving youth a chance to move beyond poverty.

Terry O'Leary, President, National Association of State
Conservation Corps Program Agents; YACC Director, New York
State Office of Parks & Recreation:

My analysis produces a picture much different from Robert Taggart's view of YACC failure to serve the disadvantaged and to provide post-program benefits for participants. YACC is serving a high percentage of needy youth, many of them structurally unemployable because of low literacy and minimal job skills. In the states' programs, roughly half of enrollees are economically disadvantaged and half are high school dropouts. Nation-wide, YACC employs a large number of American Indians, who have the nation's highest unemployment rate. In New York State, more than 55 percent of participants have positive terminations, in immediate job placement, college or high school enrollment, military enlistment, or the like. Five percent earn a high school equivalency diploma during their year in New York's YACC.

YACC is also valuable for its provision of a non-institutional work setting, unlike the Job Corps and unlike conventional work and school programs. YACC offers youth with "no place to go" an immediately productive job, on-the-job training, marketable skills, and a chance to earn a high school diploma. It is exceptionally important for youths who have not been successful in school, military, or other more institutional programs.

The best way to help poor youth is with jobs, and the next generation should carry no lower a priority than defense, milk subsidies, NASA or even Social Security. Our Association proposes a National Conservation Corps incorporating the proven qualities of YCC and YACC into legislation which we hope all of you will support. We should keep in mind that acquiescence to the administrations's tactic of forcing each program into inevitable competition for fewer Federal dollars must be avoided.

VI YOUTH PRESENTATIONS

Dr. Janet Welsh Brown, Executive Director of the Environmental Defense Fund, moderated a session in which young people's perspectives on YACC and YCC were presented. Dr. Brown commended the Human Environment Center's mission and accomplishment in bringing together the diverse interests represented in the conference. She introduced Steven Chevannes, a Hispanic enrollee at Camp Taconic in New York State; Kelley Ramsey, a YACC Work Leader and former YACC and YCC enrollee from Virginia; and Leon Seegers, a former YCC enrollee from the District of Columbia. Each enrollee spoke enthusiastically of the Corps experience. All described increased self-confidence, feelings of real accomplishment from hard work, and the importance of having learned to live, work and become friends with other youth from diverse economic and racial backgrounds. Mr. Chevannes felt that skills he had acquired would improve his future job potentials. Ms. Ramsey said she had received much opportunity to advance in the program and moved quickly through the ranks to work leader. Mr. Seegers emphasized the acceptance of his eyesight handicap by YCC leaders and their assistance and encouragement in his advancement into higher education.

Jeffrey Schwartz, Research Director at the Youth Policy Institute of the RFK Memorial, explained that young people at his Institute analyze youth issues, recently including studies of VISTA, the Peace Corps, and YACC as part of a National Service Project. Pointing to growth in parks and conservation needs, Mr. Schwartz said there has been no corresponding response to maintenance requirements and little public or political understanding of the work benefits of YACC and YCC. He said the Youth Policy Institute recommends that:

- YACC should be removed from the Department of Labor and CETA and be placed under the Departments of Agriculture and Interior. The State Grant program should be expanded from 30% to 50% of the YACC effort, with the remaining 50% divided between the two operating Federal agencies.

- Urban conservation projects are an essential part of a national conservation strategy, and they should be expanded to major cities across the nation.

- Collaboration between YACC and the private sector should be developed. National conservation organizations, youth organizations, and state and local governments should support YACC as both a valuable conservation effort and an effective service program.

- YACC enrollees should make a commitment to serve for a full 12 months. Corps opportunities for enrichment and service-learning should be increased, and YACC should grow to provide opportunities for 100,000 enrollees by 1990.

- A Citizens Panel should be established to review YACC contributions to national conservation and youth, and researchers interested in the transition from adolescence to adulthood should be encouraged to study the impact of participation in the YACC on the skills and attitudes of Corps-members. The Reagan Administration should demonstrate its support for conservation and service of youth to the nation by continuing and expanding YACC.

VII REVIEWING YACC AND YCC EXPERIENCE: HIGHLIGHTS OF SUB-GROUP DISCUSSIONS

Conference participants met in four discussion groups to consider the experience of the year-round Young Adult Conservation Corps (ages 16-23) and the summer-only Youth Conservation Corps (ages 15-18). Discussion moderators and panelists are listed in the conference program (Appendix A). Underlining denotes the principal subjects and points raised.

There was substantial discussion of factors affecting program success. Conferees offered personal experiences and insights. Discussion focused on (1) reported successes and program "lessons" from those with direct program operating, monitoring, or administrative experience, and (2) questions from those not directly involved in the program, or involved in one location but with little knowledge of activities elsewhere.

It was noted that some necessary conservation work is boring, but that youth will do it effectively if they understand its importance and are given a mix of assignments.

It is also important for enrollees to have supervision that inspires respect for work and good work attitudes. Esprit de corps is built by corps T-shirts, among other devices, and peer support and mutual responsibility rise from real youth involvement in establishing rules and procedures. Youth respond best when treated like adults, and when involved in program decisions.

Community support is also needed for project success. A representative of the Texas Department of Community Affairs described a successful project in Zapata with community involvement, where enrollees built an open air theater, as well as other projects in Texas involving such activities as construction of parks. Donated services have been an integral part of these projects; counties and towns have provided supervision at no cost, and enrollees understand that they are building facilities to be used and appreciated by the community. Elsewhere, positive public relations efforts have informed communities and the media of youth crew work. Local people are invited to camp events in some areas, and corps plaques are placed on trails and project sites.

Several participants presented statistics and case studies. About 70% of YACC enrollees have positive terminations. Women do about 10% better than men. Recently, more detailed data has been kept concerning reasons for leaving YACC. In the past, the number of apparent negative terminations has been inflated in statistics due to a lack of follow-up data. If an enrollee simply left with no explanation provided, often there was no follow-up to determine if the reason for leaving was positive -- such as obtaining a full-time job or going back to school. More data are kept now, but most follow-up remains immediate. Longer-term follow-up is needed.

With regard to targeting enrollment to enlist poor and minority youth, it was noted that groups have had difficulty in recruiting minorities for rural programs, especially residential camps. Some program operators, however, reported improved minority and disadvantaged participation through special recruitment involving neighborhood centers and community-based organizations. There was discussion of actual minority participation rates, with some feeling that official figures understate minority participation. Federal agency representatives said that minority participation rates are supplied by the individual programs and are almost certainly correct.

It was observed that YCC youth tend to come from the middle class and to have some prior worth ethic, as compared to YACC enrollees. The latter are relatively more urban, minority and low-income. There was some disagreement with Dr. Taggart's finding (above) that racial and economic mixing are not beneficial. Some participants felt that residential camps are especially useful in such mixing, but acknowledged their higher cost and their lower attraction for inner-city youth.

In discussion of training and educational services, several program operators stressed the importance of encouraging dropouts to obtain their GEDs. Some camps provide GED classes at night on a voluntary basis, often with high participation levels. Current YACC guidelines do not permit GED or other formal education or training during working hours. Several participants considered more flexibility in this area desirable, to at least permit training and education. The need to provide job-hunting skills and supportive services was stressed. A core curriculum which might be made available nationally was recommended. It was agreed that programs without on-the-job skill training and certification opportunities, without support services, and without specific efforts to encourage permanent job placement upon program completion probably are less successful than programs with these components.

Cases and studies. Experience at the National Park Service YACC camp in Rock Creek Park, Washington, D.C., was explained by camp director Clarence Dade. Finding that crew leaders seldom have time or talent for youth counselling, job preparation, or skills training, the camp has developed a Supportive Services Component staffed by college work-study students. Enrollees are taught how to prepare a job application and "171" federal-form resume, how to handle interviews, and are given related information. To facilitate post-Corps job placement, a special-assistant crew was developed and members are assigned to work with professionals in various bureaus. Many have secured permanent jobs from this assignment. Dade stressed the need for more than "revolving door" work experience. He said the Rock Creek program has completed more than 100 projects valued at some \$5 million, at cost of just \$1.5 million.

Gerard DiCerbo of the State University of New York at Buffalo described current research evaluating YCC. Through extensive use of questionnaires for enrollees and supervisors it has been found that the key predictors of a successful camp are the interpersonal relationships between staff and

enrollees, among staff, and among enrollees. Many factors related to these relationships have been identified. Recreation time helps break down barriers among enrollees and between enrollees and staff. Counselling is found to be important, and projects must be meaningful in terms of conservation to be satisfying for the enrollees.

Research and evaluation in the Interior Department was reported to have identified the following predictors of YACC success: (1) a good camp staff interested in young people; (2) line agency staff interested in and actively supporting the project; and (3) credentialed work experience, with some type of certification wherever possible, for any type of training.

It was agreed that the current administrative arrangements for YACC, with the Department of Labor serving as lead agency and providing pass-throughs to the Interior, Agriculture, and the states, leave much to be desired. Most participants felt that the Department of Labor role should be eliminated, noting that the Department has shown limited interest in the program. There was considerable concern for the ambiguity of program purposes between conservation and employment, and a need for new definition was stated by many. It was noted that YCC has functioned for ten years, and has had time to develop efficient management. YACC has only four years of experience, and has not yet developed the same kinds of management systems.

The threats of cutbacks and program termination were discussed. It was noted that there has been a great deal of mail to Congress about proposed cuts in YCC, because of the YCC alumni group. But there has been little mail received in support of YACC, which lacks a strong advocacy system. The program's need for an "identity" was discussed. Legislators know little about what YACC has accomplished. Participants from national student organizations suggested informing student groups about the programs, since they would be a natural support group. There was agreement that a concerted effort is needed to make the public and decision-makers in Congress and the Administration aware of the cost-effectiveness and the conservation and employment values of both YACC and YCC.

VIII ACTIVE PROPOSALS FOR A NEW CONSERVATION CORPS

Frank Gregg, consultant to the Conservation Foundation and former Director of the Bureau of Land Management, moderated

this session. He said that threats to YACC and YCC make it important to persuade the current administration that these are valuable, cost-effective, labor-intensive programs, that they help to maintain and revitalize the nation's natural resources and at the same time employ idle youth. Such efforts to convince the new administration should acknowledge the previous administration's failure to recognize the real benefits of YACC and YCC.

Specific proposals for an expanded or new national conservation corps were presented informally by Manuel Tijerina, Legislative Assistant to Congressman Edward Roybal (an alumnus of the original CCC); R. Wallace Reynolds, Executive Director (and a member) of the National Association of Civilian Conservation Corps Alumni; and Scott Fisher, Vice-President of the National Association of State Conservation Corps Program Agents and Illinois YACC administrator. Full texts of these proposals can be secured from their sources (see Appendix B). Summaries, essentially as distributed at the conference, follow.

Proposed "Civilian Conservation Corps II Act"
Introduced as H.R. 3686 by Congressman Edward Roybal, May 1981

The Act would provide a work force of young men and women 16 to 25 to offset the effect of emergencies, population expansion, and other natural and social phenomena that have a negative impact on the maintenance and usage of the natural resources of the nation. Preference would be given to residential camps.

The Corps will perform conservation work on projects consistent with the mission and function of each participating land management agency, with projects ranging from nursery maintenance and improvement to reclamation and improvement of strip-mined lands.

It will provide employment, meaningful work experience, training opportunities, and other benefits to young Americans not otherwise employed.

The Department of Interior will administer the Corps. Conservation and wise use of natural resources will be

fostered through CCC II for Federal, State, and local governments and Tribal organizations, including the Department of Agriculture.

The Secretary of the Interior may award grants or make agreements for the funding and operation of Corps camps selected by the Secretary. The total of non-federal grants will be at least 50% of funds appropriated. Funds received by each State will be determined by its percentage of the Nation's youth aged 16 through 25.

Enrollees shall be recruited from a Master Referral List upon which shall appear the names of all qualified persons submitted by a land managing agency, State Employment Security service, or sponsor of an Indian, migrant, or seasonal farmworker program. An enrollee's total service shall not exceed 24 months and may consist of one, two or three terms. Enrollees shall be paid the minimum wage. Preference shall be given youths residing in areas, both urban and rural, which have substantial unemployment. Except during a war or national emergency, no person may be inducted for military service after completing a two-year enrollment in CCC II.

Proposed "National Service Conservation Act (CCC II) of 1981"
from the National Association of Civilian
Conservation Corps Alumni, May 1981

CCC II should be a permanent agency -- civilian controlled -- open to all young people between the ages of 18 and 23 who are interested in serving their country.

CCC II will perform such work as the building of dams and fire trails, improving parks and forests, insect and plant disease control, and other conservation-related projects. It will provide the President with a trained, flexible force for use in national emergencies such as floods, fires, earthquakes, tornadoes and hurricanes.

CCC II can significantly reduce youth unemployment, assist in solving crime and drug abuse, and help youth assume a more responsible posture toward their country. It will condition our youth physically and mentally, teach them to live and work together, and offer education opportunities. It will establish faith in self and

country, provide national purpose and direction, show youth the beauty of the land, and could provide a career service which could build interest in voluntary military service.

We recommend a "Director" responsible directly to the President for policy and administration; a permanent advisory council of representatives from Defense, Labor, Agriculture, Interior, Education, Veterans Administration, and Energy; an ad hoc advisory committee composed of NACCCA, private and state conservation organizations, labor unions, and possibly religious and fraternal organizations. All current conservation programs, YACC, YCC, the Job Corps, and the Senior Conservation Employment Program will be incorporated into CCC II. Current state programs would be supplemented by CCC II units.

The Labor Department will handle recruitment in coordination with state and federal agencies. Youth will earn between \$200 to \$300 a month, and there will be no maximum enrollment time. The Defense Department will provide housing, feeding, clothing, funding, administration, medical supplies, equipment, and recreation, but the civilian context should never be abridged, beyond benign discipline and administration.

We anticipate an initial allocation of somewhat less than \$500 million for the first year of operation, with accent on a biomass program for energy alcohol which would begin to return revenue to the Treasury.

Proposed "National Conservation Corps Act of 1982"
from the National Association of State
Conservation Corps Program Agents, May 1981

The Act would create a year-round work force of unemployed and out-of-school young people age 16 to 23 inclusive, called the National Conservation Corps, and a seasonal work force of youth age 15 to 19 inclusive called the Youth Conservation Corps.

The Corps will provide the manpower necessary to recover our renewable natural resources which have

gradually been depleted in the decades since the Civilian Conservation Corps addressed this need during the Great Depression. The Corps will work on Federal and non-Federal public lands on projects broadly ranging from tree nursery operations to erosion control and flood damage to reclamation of strip-mined lands.

While accomplishing this needed work the Corps will also provide employment to many of our nation's youth who, in addition, will have the opportunity to become work-oriented through development of a work ethic and discipline, and who will become acquainted with work skills associated with the projects.

The Act places responsibility for administration of the program with a single natural resource agency, the Department of Interior, which shall distribute funds through interagency agreements to other land managing agencies including the Departments of Agriculture and Defense.

The Act provides for grants to States, equalling at least 50% of the funds appropriated, to be distributed on the basis of youth population with a provision, however, that each State's grant will fund the employment of at least 15 Corpsmembers. States will provide 20% of the cost of their projects.

Enrollees of the National Conservation Corps shall be recruited through the local employment offices, be paid the minimum wage, and serve up to 12 months. An extension of six additional months will be allowed for enrollees in a leadership status.

Proposed "Natural Resource Recovery Act of 1982"
(no source named)

The Act would create a National Service Program for all unemployed youth ages 16 through 24 by reactivation of the Civilian Conservation Corps. It would restore renewable natural resources which have been impacted by three wars and an exploding population by providing natural resource agencies with a reliable work force. It gives the Nation a mobile manpower pool and a work force for national and community jobs otherwise neglected.

The Corps will give all youth the opportunity to be employed, to acquire a work ethic and discipline, to obtain work skills associated with trade areas, to achieve independence and self-reliance, and to become mobile to secure jobs wherever job markets exist.

The Act replaces the Young Adult Conservation Corps with the CCC-II and places administration of the program under the Department of Interior. It eliminates equal division of funds between Interior and the Department of Agriculture and assigns the distribution of funds to the Secretary of the Interior, for both the Youth Conservation Corps and the Young Adult Conservation Corps, the latter becoming CCC-II. State and local governments will receive 50% of appropriated funds, as grants.

Enrollees will be recruited by the Secretaries of Interior, Agriculture and Defense and by other Federal and State agencies operating camps, from candidates referred by Employment Security Services of the States or from such other agencies and organizations as the Secretary of the Interior may deem appropriate. Corps members will be paid the minimum wage and serve up to 24 months. An equitable proportion of candidates shall be referred from each State with preference given to youth residing in rural and urban areas having rates of unemployment in excess of 6.4 percentum. Some work opportunities will be provided for unemployed adults and other older Americans. Youth may participate in military activities on a voluntary basis.

Mr. Gregg pointed out similarities and differences among the foregoing proposals. He noted that each of the speakers had indicated a lack of political support for YACC and YCC, despite their "Reaganomics" kind of economies and accomplishments. He referred to repeated uncertainties of funding and said these programs need stable financing to hold professional staff and meet conservation objectives, in order to earn a wide, positive reputation -- even if this means temporary program reductions. He said legislative jurisdiction over youth conservation work should be in natural resource committees, and he called upon human resources and natural resources interests to work together for support from the Congress and the President.

IX WEIGHING OPTIONS FOR A NEW CORPS: DISCUSSION & CONSENSUS

Conferees again met in four discussion groups, this time to seek concurrence on the form and functions of future youth conservation work programs. Following these discussions, a plenary session heard and reacted to reports from the four groups, and numerous common conclusions emerged. The main points of consensus thus achieved are presented in the preceding "Summary and Principal Recommendations," on pages 1-3.

The following report of discussions, drawn from written and oral reports of moderators and recorders, presents in more detail important factors and options advanced by the conferees. These discussions were designed to bring out principal points of concern and concurrence in the development of national youth conservation corps programs, not to produce detailed blueprints. Participants recognized that numerous points could not be dealt with in the time available, and that many concerns call for new research and extended communication among interested leaders and constituencies.

Organization & Administration:

Federal Lead Agency. There being clear agreement from the onset of the conference that youth conservation programs should continue and grow, the future administration of such work became a central point of interest. Dissatisfaction with YACC's authorization as Title VIII of CETA under the Department of Labor was stated repeatedly. It was agreed that conservation should be the program's primary justification, with employment a close second, and that the present arrangement confuses vital mission relationships of agencies, constituencies and legislative authority.

There was a preponderance of support for administration of a new or consolidated national conservation corps by the Department of the Interior, under jurisdiction of Interior's substantive and appropriations committees in the Congress. The Department of Agriculture was cited frequently as an acceptable alternative, and one discussion group favored the Department of Defense, which would pass funds to other Federal agencies and the states. This group's rationale follows:

There is considerable concern for national defense and improved "readiness" in the country, and especially within the Administration. A youth corps, even though

non-military and not formed as a personnel pool, would inevitably provide such a pool in an emergency, and some members would normally seek post-corps military service, thus contributing to national defense. DoD is the Federal agency most able to initiate a new program, or to obtain funding for one. The Department has been successful in human resource development. It played a major role in the CCC, now trains many thousands of young men and women each year, and has a considerable manpower capability. It has a good affirmative action history. DoD land, equipment, and facilities would help to support a large-scale youth corps. Joint Congressional committee oversight could assure involvement by a conservation-oriented committee.

While expressing concern for a militaristic corps image in DoD and for disinterest in DoD Congressional committees, many participants agreed that this prospect should not be dismissed. It was generally felt that a new corps should not encompass all Federal youth employment and volunteer programs such as Vista and the Peace Corps, as one proposal suggests. Interest was stated in the alternative of a free-standing youth corps reporting to the President, although some feared inordinate needs for inter-agency coordination. It was observed that Interior administration of the summer-only YCC has worked well.

Funding & Inter-governmental Arrangements. Although concerned about neglected conservation demands and by youth unemployment, participants considered it somewhat academic to set a specific youth corps funding and enlistment goal. Aims for "100,000 enrollees by 1990" and an ultimate 500,000 to 700,000 corpsmembers were suggested. In view of repeated past appropriation uncertainties that have hindered operations, more stable financing was called for, even if this might entail a period of reduced operations. An estimated cost of \$10,000 per enrollee-year, plus any post-corps benefits, was generally accepted.

The concept of securing earmarked youth corps funds, perhaps in Federal income from outer continental shelf oil and gas leases, from public land timber sales and grazing permits, or from pollution fines, drew considerable attention and support. This would put public revenues from land, water and forest resources directly into sustained-yield management of the revenue sources, possibly under a trust fund. Research into such potentials was urged.

Conferees agreed that better media display and national appreciation of youth crews as the lowest-cost means of performing needed conservation and community tasks, with welfare savings added, would inspire more reliable appropriations.

It was recommended that the present 30% of Federal YACC appropriations going to the states be raised to as much as 50%. This would tend to increase urban and community work units and enrollment of economically disadvantaged youth and would conform with Administration pursuit of greater state and local responsibility. At the same time, it was urged that states be required to provide a 10% to 20% match, in cash or in kind, of the Federal funds coming to them. Some participants suggested a minimum annual Federal grant to each state, to allow each to have a viable program. One discussion of block grants to states for all youth employment and training produced concern that governors and constituencies vary greatly in their awareness and appreciation of youth conservation work programs.

The idea that youth crews might perform conservation work on private lands, especially where public and private benefits are mingled, was endorsed for serious further examination. It was felt that considerable corps funding might derive from corporate and individual landowner payments for crew services. (See page 23.)

Each state's formation of a broadly representative commission, to help plan work programs, to coordinate inter-interest and inter-governmental relations, and to approve private-land work contracts, was recommended. Commissions would include representatives of public agencies, elected and appointed local and state government officials, business and nonprofit agencies, labor, and consumers.

Work to Be Performed

Old & New Conservation. With frequent references to backlogs of neglected maintenance, protection and improvement for public lands and resources, the conferees agreed that the corps should perform traditional conservation work as well as fire, flood and other emergency services. Understaffed national, state and local parks, eroding soils and streambanks, worn-out grasslands and needs for wildlife protection and timber stand improvement all call for cost-efficient corps services.

It was also deemed important to increase corps service to communities, particularly in areas of high unemployment. Dire needs for restoration and maintenance of urban parks, waterfronts, and neighborhood play and rest areas were cited, as was youth work to rehabilitate many community and neighborhood facilities and to clean up debris-strewn streams and shores.

Particular emphasis was given to youth crew potentials for energy conservation by weatherization, including conduct of energy audits in homes and buildings and application of insulation in poor communities afflicted by high energy costs. A major corps program of biomass collection from forest slash and otherwise wasted vegetation, to produce alcohol fuel, was also encouraged. It was considered important that each youth have opportunity to engage in a variety of work and skills development, and that office work in administering agencies should be offered.

Public & Possibly Private Service. Participants felt that operation of youth crews by Federal, state and local governments and by non-profit organizations should continue. In addition, the prospect of payment by individual and corporate landowners for corps services aroused considerable interest. While it was suggested that competition for youth services with the private sector might frustrate public aims, it was also felt that the business community (excepting McDonald's, etc.!) has slighted profit potentials in minimum-wage workers. Low-cost timber stand improvement on small private holdings, along with wildlife habitat, water management and soil protection work, might mean a notable landowner share of public and private costs for work chronically neglected.

While it would be necessary to assure that other workers' jobs, wages and opportunities were not infringed upon, participants concurred that corporate and individual landowner contracting for corps services is an attractive subject for investigation. Non-profit land organizations like the Nature Conservancy and Audubon societies might be served, and forestry, mined-land reclamation, and recreation facility development on large corporate holdings seemed particularly interesting youth-work potentials. Public access following such work might be stipulated or negotiated.

Eligibility & Recruitment

Ages, Youth-mix & Terms. It was recommended that a single national corps administer both year-round and summer-only

programs, but with different enlistment, training and other procedures for each program. Unemployed young men and women aged 16 to 23 would be eligible for the year-round corps, and youths 15 to 18 for summer service. Some felt that "prevention" could be aided by enlisting youth as young as age 14, although problems in insurance and use of machinery might arise concerning those under 16.

Most participants wanted the corps to be heterogeneous, to bring together youth of varying ethnicity, income levels, and experience. It was felt, in spite of some evidence to the contrary from Dr. Robert Taggart, that such mixing benefits all concerned, helping them understand each other's cultures and perspectives and allowing the less experienced to learn from the more experienced.

There was broad agreement that the program should seek youth who have not finished high school, and youth who are "disadvantaged," although there was disagreement both as to the desirable degree of targeting and the appropriate definition of "disadvantaged." Conservation-oriented participants tended to view strict targeting as undesirable. Others favored targeting to assure that at least a significant majority (up to 75%) of participants are "disadvantaged." There was, however, considerable feeling that this term should mean more than "low income," that it should take into account such criteria as educational status and achievement level, marketable skills and job experience, and other employability factors.

Human resources group representatives felt strongly that considerable targeting is essential, to gain civil rights and human resources agency support for a new corps and to make the program a high priority for Congress and the Administration in a time of economic difficulty. Some participants argued that a truly large program incorporating many urban work sites would accommodate the bulk of otherwise targeted youth, and they opposed targeting by legislation.

One year of service eligibility was favored by most, with a minority favoring two years. Some suggested that a youth should be limited to one year as a regular enrollee and another year as a group leader or in some other transitional position involving a higher wage and greater responsibility. Most participants favored paying the minimum wage initially, with income and other incentives to encourage productivity.

Recruitment & Screening. There was considerable feeling that a variety of organizations and agencies should be used in recruitment. Federal and state employment services are convenient recruiters, but additional sources were considered essential in order to assure minority representation and improve targeting to the disadvantaged. Schools were considered promising, particularly for enlisting youth in summer programs. Recruitment by minority community-based organizations was recommended to improve minority representation in all corps units, and especially those in or near population centers with significant minority populations. Conferees with a human resources orientation spoke most strongly in favor of community-organization recruitment, although several program operators noted they had succeeded in minority and disadvantaged recruitment through local agencies.

Those stressing employment concerns tended to consider screening of candidates important. It was noted that disadvantaged youth often come to the present YACC because they have no other options, while middle-income youth with options tend to enroll because they are interested in conservation. Initial assessment of enlistees was deemed important, not so much to exclude some as to determine how best to meet individual needs. For example, if there were two camps or crews in a given area, assessment should help determine the more appropriate assignment. Testing should identify not only employment interests and skills, but also educational levels and needs for basic education and skill training. Development of an Employability Development Plan or equivalent for each participant was also suggested, as a means of helping assure that educational deficiencies are met, training needs filled, and progress made towards employment in a specific career line.

It was generally preferred that increased enrollment of the "disadvantaged" be accomplished by recruitment focused upon them, not by excluding others. Incentive payments to states or for work units achieving certain levels of such enrollment, however, were suggested to help targeting and to support increased remedial training.

The possibility of enlisting senior citizens was discussed. It was generally agreed that a companion senior citizen program might be an excellent idea, but should be a part of separate legislation, perhaps through an amendment to the Older Americans Act.

Services for Youth

The conferees agreed thoroughly that a new or consolidated youth corps should offer counseling, skills training,

education and placement aid to enrollees in larger degree than YACC now does. There was a range of opinion, however, as to the extent to which these elements should be specified by law, regulations or earmarked funds. Some said experience suggests that, in a larger corps with adequate and consistent funding, professional administrators and supervisors will be motivated and equipped for such youth-support. Their view conformed with emphasis on a main conservation mission for the corps, with inherent benefits in jobs, work experience and some skills development, and this passive approach was seen as distinguishing the program from others established for education and training per se. There appeared to be a preponderance of support for minimal legislated requirements in this area, but no clear concurrence emerged.

Skills Training & Education. Given aims to recruit unemployed youth lacking employable skills and work experience, it was felt that the corps should provide at least voluntary training and education, perhaps with some pay incentives. This might well be offered outside of working hours, and should include evening access to GED classes, with reading and math emphasis, and to vocational and college-level classes. The latter could relate to the subjects of an enrollee's corps assignment, and community colleges might be asked to develop curricula providing credit for corps work combined with classroom instruction.

It was suggested in one group that initial education and training should be provided in the evening. Then, after a certain period of successful work experience, up to two hours of instruction a day would be given during work hours. A variety of incentives could further encourage at least GED work for all participants. The importance of providing credentials documenting skills and education acquired was stated repeatedly. Certification of both formal and on-the-job training, and of college credit obtained, can be critical to future employment, and the corps could well work with credentialing organizations to refine this process.

It was proposed in several groups that educational benefits be provided in a kind of "G.I. Bill." Corpsmembers would be entitled to a certain value of educational assistance following successful completion of specified service.

Counselling & Placement. The need for counselling was stressed by nearly all participants. It was suggested that a Supportive Services component or counselor position be

required within each camp, to deal with personal needs, promote retention and productivity, and give practical assistance for post-corps placement. While routine counselling can help enrollees realize their potentials within the corps, it also can help them develop future aims through linkages with employers, unions and educational institutions in camp areas.

Suggestions for helping corpsmembers find future jobs included direct placement assistance, transitional work-study in private industry, and securing at least short-term positions where former enrollees could prove themselves. Business and labor counselling and apprenticeships, beginning under corps service and during transition periods, were promoted to help build youths' skill credentials and qualification for union cards. It was observed that Robert Taggart's conclusions indicate need for such direct employment assistance.

Information Exchange, Monitoring & Evaluation

It was urged that the following be provided in a new corps:

- Opportunities for program operators to meet, share experiences, set follow-up tasks for themselves, and to reconvene on a regular schedule. For example, one state might have a curriculum which other states would agree to test in their camps, and any number of innovations and lessons from experience could thus be widely communicated. An information-sharing and support network, including newsletter reports, is needed to let program operators learn from each other.

- Research, to test various program models and determine which ones seem most effective, and under what conditions, for conservation benefits and for youth.

- Careful documentation and evaluation, to produce cost-effectiveness data and productivity information, and to build information on enrollee outcomes, with emphasis on positive terminations in job placement, education, and training.

X CLOSING SESSION: NEXT NEEDS

A.P. (Bud) Kanitz, Program, Research & Resource Development Specialist at the National Council of La Raza, reported on a YACC and YCC hearing held that day in the House Interior Subcommittee on Public Lands and National Parks, as follows:

The hearing room was packed, and Representatives John Seiberling (Chairman), Ray Kogovsek, Hank Brown and William Hendon heard the testimony of state officials, youth leaders and others. The Subcommittee sought and received information on the cost-effectiveness of YCC and YACC, the ability of youth to perform and complete projects begun, benefits to youth from their corps experience, and the impact on states if the programs are cut.

Representative Norm Dicks said that for every dollar spent on YACC and YCC in his state of Washington, the value of work performed is on the order of \$1.25; without the programs, work would have to be contracted out at much greater cost. Terry O'Leary, President of the National Association of State Conservation Corps Program Agents, defended untargeted recruitment, citing multiple benefits from mixed-income and multi-racial groups and noting that 60% of New York State YACC enrollees are from families in poverty. Gary Magnuson of the California Conservation Corps said his state gains \$1.20 in service for every dollar spent.

Representative Seiberling concluded that it seemed inconsistent and inconceivable that these programs were being cut, given the administration's emphasis on "workfare not welfare" and "cost-effectiveness." He said corps experience shows that youth can perform hard work at minimal cost for agencies and organizations sorely in need of their service.

Representative Kogovsek said, "We are, indeed, cutting off our noses to spite our face."

Donald Eberly, Executive Director of the National Service Secretariat, spoke in place of Representative Paul N. McCloskey who was detained in Congress at the last minute. Mr. Eberly referred again to Mr. McCloskey's proposed National Service legislation (see page 7). He said Mr. McCloskey has a well-founded faith in young people and believes the all-volunteer force is inadequate for proper military preparedness. He noted

that today's military attracted black youth who were better educated than white enlistees, and said job discrimination probably causes the high enrollment of minorities in the armed forces.

He said the McCloskey bill would create the National Youth Service Foundation, a quasi-public corporation funded by Congress with 25 members to make policy decisions concerning National Youth Service. This body would help local communities with alternative service plans and award grants for local programs.

Mr. Eberly said the commission to study National Service, as proposed by Senator Paul Tsongas and Congressman Leon Pannetta, would hold hearings around the country and stimulate dialogue and discussion. A commission of 25 members, including seven youths ages 17 to 25, would be formed, but Mr. Eberly saw little support in the current Congress for this proposal.

Sydney Howe, speaking for the Human Environment Center, concluded the conference.

He said the staff and enrollees of YACC and YCC have produced remarkable accomplishments while working under the most difficult circumstances, unheralded by the media, and with unstable funds. "Diffident and unorganized constituencies must be informed, inspired and convened in support of these programs," he said. "We must work at grass-roots and national levels, taking this remarkable story to meetings of minority, environmental and human resources groups. Many people do care about these programs and many camps have built excellent community relations, but the message has yet to reach Washington. We must visit local editors' offices and follow all avenues to the media with this persuasive experience."

Responding to Robert Taggart's comments on the inability of youth employment, service and conservation constituencies to pull together, Mr. Howe said the Human Environment Center had lately begun to seek that cooperation, with promising indications thus far, and he believed these were the first such efforts. He called for stronger multi-interest joinings to refine the consensus of this conference, and for dissemination of information on YACC, YCC and new-corps proposals to diverse constituencies. He said we must define research needs and identify well-respected researchers, to make more youth corps experience relevant to policy-makers.

Mr. Howe said the Center will issue a report of this conference and other news reports as its resources allow, and will continue to hold small discussions joining interest groups. He said the Center is considering formation of an informal Youth Conservation Study Group. Suggestions from the floor included formation of a National Task Force for research and information dissemination and a call for youth work in energy conservation, to retrofit homes of the poor while teaching youth basic work and management skills. Mr. Howe said many such ideas need to be shared and explored among ourselves and other constituencies.

He thanked all speakers and participants for sharing with one another to produce an enriching experience for all, and said the job now is to spread our knowledge and convictions.

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PROGRAM

YOUTH CONSERVATION JOBS AND SERVICE--A NEW NATIONAL CORPS?

Howard Inn, Washington, D.C.

May 4-5, 1981

Sponsored by the Human Environment Center

MONDAY, MAY 4

8:00 AM REGISTRATION OPENS

FIRST FLOOR LOBBY

9:30 AM

KILIMANJARO ROOM

Welcome: William Haskins, Director, Social Service & Human Resource Division, National Urban League;
Chair, Human Environment Center

Conservation, Youth Employment and Service: Experience and Needs

Moderator: Sydney Howe, Executive Director
Human Environment Center

Urban and Rural Conservation: The Honorable James Joseph, former Under Secretary, U.S. Department
of the Interior; Special Assistant to the President, Cummins Engine Company

Youth Employment and Training: Robert Taggart, Director, Youth Knowledge Development Project,
National Council on Employment Policy; former Administrator, Office of Youth Programs, U.S.
Department of Labor

National Service: Donald Eberly, Deputy Director for Alternative Service, U.S. Selective Service System;
Executive Director, National Service Secretariat

Discussion

11:00 AM COFFEE BREAK

11:15 AM

KILIMANJARO ROOM

Some Major Perspectives

- The Honorable Alex Mercure, former Under Secretary of the U.S. Department of Agriculture for
Rural Development; Vice-President for Technical Assistance and Constituency Support, National
Council of La Raza
- Terry O'Leary, President, National Association of State Conservation Corps Program Agents;
YACC Director, New York State Office of Parks and Recreation

Discussion

12:30 PM LUNCH

RAHAMA BALLROOM

Our Story

- Steven Chevannes, Camp Taconic, Young Adult Conservation Corps, New York
- Kelley Ramsey, Work Leader for YACC, former YACC & YCC enrollee, Virginia
- Leon Seegers, former YCC enrollee, District of Columbia

New Findings about YACC: Jeffrey Schwartz, Research Director, Youth Policy Institute of the RFK Memo-
rial

Moderator: Dr. Janet Welsh Brown, Executive Director
Environmental Defense Fund

2:00 PM

Evaluating YACC, YCC and Related Experience—Concurrent Discussion Groups (by Assignment)

Group A

KILIMANJARO ROOM

Moderator: Emily McKay, Vice-President for Research, Advocacy and Legislation, National Council
of La Raza

Resource Panelists: Janice Carmichael, Human Environment Center; Gerard DiCerbo, State University
of New York-Buffalo; Thelma Ferguson, U.S. Department of Agriculture; David Franklyn, Ohio
Department of Natural Resources

Group B

LABADI BEACH

Moderator: Carol Waite, Administrative Assistant to the Vice-President, National Wildlife Federation
Resource Panelists: Kathy Altenburg, Minnesota Department of Natural Resources; Wayne Bell, U.S.
Department of Agriculture; John Wick, Environmental Study Conference

MONDAY, MAY 4 (cont'd)

Group C

ROOM 901

Moderator: Jean Durning, Director, Minority Careers Program, Human Environment Center
Resource Panelists: Stan Gaylord, U.S. Department of Agriculture; Lynn Johnson, Rocky Mountain Forest & Range Experiment Station; Paul R. Kuusisto, Westchester County Youth Bureau; Mary Ellen Twombly, State of Maine, Community Services Division

Group D

ROOM 308-310

Moderator: Suzan Harjo, Legislative Liaison, Native American Rights Fund
Resource Panelists: Becky Dickey, Florida YCC, Department of Education; Barbara Licklider, Izaak Walton League of Iowa; Luz Parris, U.S. Department of Agriculture

4:00 PM COFFEE BREAK

FIRST FLOOR LOBBY

4:15 PM

KILIMANJARO ROOM

Active Proposals for A New Conservation Corps

Moderator: Frank Gregg, Consultant, Conservation Foundation; former Director, Bureau of Land Management

Proposals from:

Congressman Edward Roybal: Manuel Tijerina, Legislative Assistant
National Association of CCC Alumni: R. Wallace Reynolds, Executive Director, NACCCA
National Association of State Conservation Corps Program Agents: Scott Fisher, Vice-President, NASCCPA; Illinois YACC Administrator

5:45 PM RECEPTION - Open Bar

RAHAMA BALLROOM

6:15 PM Remarks by Special Guests

EVENING—Dinner and caucuses as desired.

TUESDAY, MAY 5

9:00 AM

Weighing Options for a New Corps: Concurrent discussion groups take up an agenda of principal organizing, recruitment, conservation-work (etc.) options. (Moderators and participant assignments same as Monday at 2:00 PM)

10:45 AM COFFEE BREAK

11:00 AM

Identifying Consensus on New Policy, Research Needs and Strategies

Separate work-center discussions of:

- I. Youth corps administration, organization and funding; federal, state, local and private sector relationships
- II. Recruitment, training, counselling and placement; business and labor involvements
- III. Nature and location of conservation work and camps; private land potentials

LABADI BEACH

ROOM 901

ROOM 308-310

12:30 PM LUNCH AND CLOSING SESSION

RAHAMA BALLROOM

Overview: The Honorable Paul N. McCloskey, Jr., U.S. House of Representatives (R-CA)

Report from (same-day) Congressional Oversight Hearing on Youth Conservation Programs: Mr. A.P. (Bud) Kanitz, Program, Research, Resource Development Specialist, National Council of La Raza

Conference Summary and Forward Plans

Moderator: Sydney Howe, Executive Director, Human Environment Center

Conference Staff

Patricia M. McDonough, Coordinator
Janice Carmichael, Special Projects Director, HEC
Rosario Castano, Assistant

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